

100

SAFETY ELEMENT

Lemon Grove General Plan

Safety Element

INTRODUCTION

Implementing the Vision

Our Vision for the Future calls for sustaining Lemon Grove's small town feeling that fosters personal growth and encourages participation in community life. Enhanced neighborhood life and a prosperous business community also comprise an integral components of the Vision. Underlying these goal is the requirement for a safe environment, where people and property are protected from hazards arising from natural events or urban life. With the basic human requirement for safety met, the community - residents and businesses alike - can focus on productive aspirations.

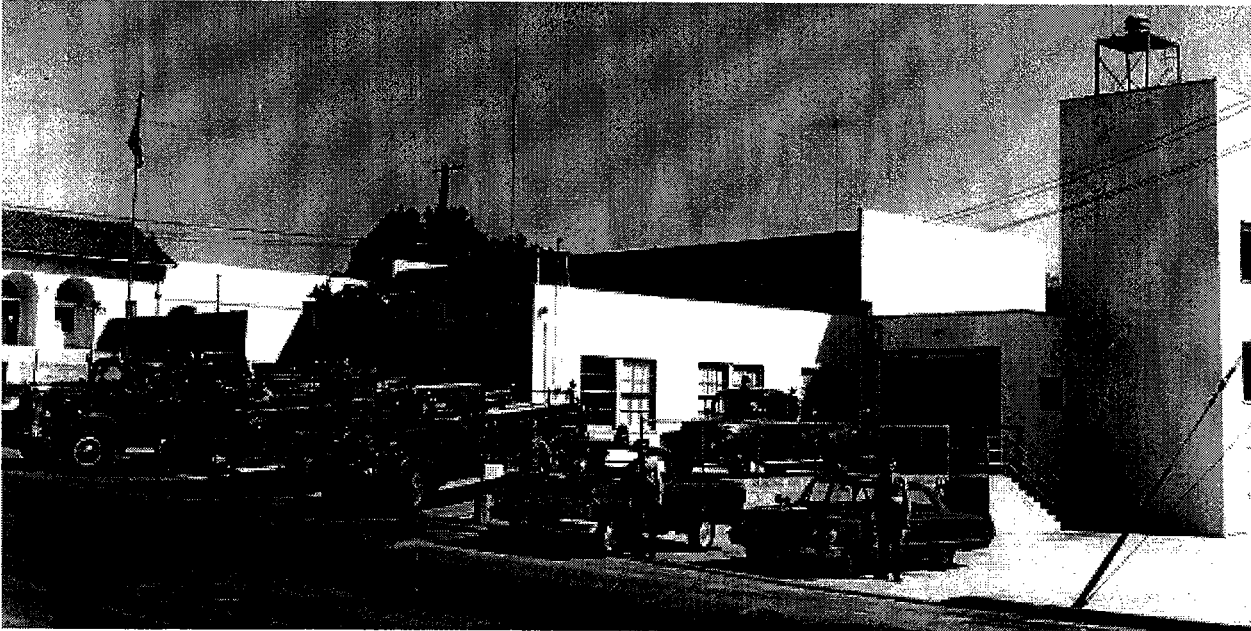
Purpose

State planning law requires California cities to adopt specific elements in their general plans. The Lemon Grove Safety Element fulfills the state planning mandate for the public safety element, as defined in Section 65302(g) of the Government Code. According to the state requirements, the element must address the following hazards that pertain to the City:

"...a safe environment, where people and property are protected from hazards..."

- ◆ Seismically induced conditions, including surface rupture, ground shaking, ground failure, tsunami and seiche
- ◆ Slope instability leading to mudslides and landslides
- ◆ Subsidence and other geologic hazards
- ◆ Flooding
- ◆ Wildland/urban interface fires
- ◆ Evacuation routes

The Lemon Grove *City Resources Report* indicates that the probability of surface rupture, tsunami, wildfire and seiche is extremely low, and the City's Safety Element therefore does not address these conditions. Additional safety concerns identified in the *City Resources Report* include hazardous materials and crime. Section 65303 of the Government Code,



Lemon Grove Fire Department (same location as current fire station southwest of School Lane and Central Avenue), 1964. Photo courtesy of Lemon Grove Historical Society.

permits general plans to address additional topics related to the physical development of a city.

Scope

"...the community's plan to protect public health and safety and reduce risks associated with natural conditions and urban areas."

The Safety Element establishes the community's plan to protect public health and safety and reduce risks associated with natural conditions and urban areas. In Lemon Grove, natural conditions potentially resulting in injury and property damage include geologic phenomena, such as earthquakes and unstable slopes, and flooding during heavy rains. Urban areas contain inherent threats associated with structural fires, hazardous materials and crime. Hazardous materials refer to substances with the potential to damage human health or the environment. Emergency preparedness, the community's response strategy for disasters, is an integral component of the Safety Element. Other safety considerations - traffic hazards, pedestrian and bicycle safety, truck routes, fire protection and law enforcement services, and noise - are addressed in other elements of the *General Plan*

The Safety Element is organized into three sections: 1) Introduction, 2) Objectives and Policies and 3) Plan. This Introduction explains the relationship between the element and the *General Plan* Vision for the Future, state planning requirements, and related plans and programs.

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In the section entitled Objectives and Policies, local safety issues are summarized and then objectives and policies addressing the issues follow. An *objective* represents the desired end point or goal while a *policy* signifies a broad, general rule or course of action to achieve the objective. All of the goals and objectives are extensions of the Vision for the Future.

The Safety Plan - the final section of the element - directly builds on the objectives and policies. The plan describes the framework for achieving the objectives and policies and summarizes the steps that the community will take to protect public safety and ultimately realize the Vision for the Future. Specific implementation measures for the Safety Element are provided in the *General Plan Implementation Manual*. All of the objectives and policies in this element are directly represented by one or more implementation measures.

Related Plans and Programs**National Flood Insurance Administration Program (NFIA)**

The Federal Emergency Management Agency (FEMA) administers the National Flood Insurance Administration program, which provides federal flood insurance subsidies and federally-financed loans for property owners in flood-prone areas. To qualify for federal flood insurance, the flood hazard areas in a city must be identified and the city must implement a planning system to avoid flood hazards. FEMA has mapped flood-prone areas in Lemon Grove but the City does not currently participate in the NFIA program.

California Environmental Quality Act (CEQA)

The California Environmental Quality Act of 1970 requires thorough analysis of the environmental impacts of proposed development, infrastructure and planning projects. Prior to approving a project, the CEQA requires assessing the potential environmental impacts and identifying mitigation measures to reduce the impacts to acceptable levels. The CEQA process requires identifying potential impacts to public safety. In Lemon Grove, CEQA will continue to be an effective tool to analyze development proposals and safeguard the community.

Alquist-Priolo Special Studies Zones Act

Pursuant to this act, the state Geologist delineates special study zones along traces of potentially and recently active major faults. Affected cities and counties must inform the public of special studies zones and

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regulate development accordingly. No potentially or recently active fault traverses Lemon Grove and no special studies zone has therefore been defined.

Hazardous Materials Permits

To reduce the potential for hazardous materials accidents and environmental contamination, federal, state and local agencies closely regulate the use of hazardous materials. Using, storing, disposing and/or transporting hazardous materials requires obtaining permits from the California Environmental Protection Agency and the County of San Diego Hazardous Materials Management Division. Conditions of the permit require safe material handling to minimize safety risks.

County Hazardous Waste Management Plan

Lemon Grove is subject to the County of San Diego *Hazardous Waste Management Plan*, which provides policy direction for the effective, safe management of hazardous wastes. Subjects covered in the plan include existing management systems, household hazardous waste, hazardous waste minimization, hazardous waste generation and facility needs, and siting and permitting hazardous waste facilities.

Household Hazardous Waste Element

A draft *Household Hazardous Waste Element* was prepared for the City in 1991. The element aims to prevent the illegal disposal of household hazardous materials such as paint, insecticides and automotive fluids. Short- and long-term actions to improve disposal practices are established.

City of Lemon Grove Codes

The City has adopted the latest Uniform Fire Code, Uniform Building Code, Uniform Mechanical Code and the National Electrical Code which contain structural requirements for existing and new buildings. The codes are designed to ensure structural integrity during seismic and other hazardous events, thereby preventing injuries and loss of life.

Lemon Grove Emergency Plan

Recently updated in 1992, the *Emergency Plan* provides the framework for responding to any type of emergency or disaster that might befall the City. The plan incorporates the multi-hazard or all hazard planning

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approach, where various types of disasters are approached similarly in terms of evacuation, fire fighting, law enforcement, medical assistance and rescue.

Lemon Grove Storm Drainage General Plan

The 1974 *Storm Drainage General Plan* identifies storm drainage requirements and the necessary improvements to reduce property damage and nuisances from flooding.

Fire Prevention Ordinance

The City Weed Control and Waste Matter Ordinance permits the Fire Department Chief to identify potential fire hazards on private property, notice the property owner, and require clean-up to reduce the potential for fire.

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Safety Element

OBJECTIVES AND POLICIES

Geologic Conditions

Lemon Grove is subject to earthquakes, which can result in property damage, injuries and casualties. In addition, the majority of soils in the City are subject to shrink-swell behavior, and several minor slope failures have occurred.

Objective 1.0: *Minimal risk of injury and property damage from seismic and other geologic conditions.*

Policy 1.1: Require that new and existing development can withstand earthquakes and other geologic hazards.

Policy 1.2: Educate the public about earthquake preparedness.

Policy 1.3: Help prevent future slope slippage through adequate planning.

Flooding

Flooding most significantly affects the industrial uses located along Federal Boulevard. Localized flooding also occurs in several other residential areas during periods of prolonged rain.

Objective 2.0: *Better drainage to avoid flooding.*

Policy 2.1: Work to improve drainage along Federal Boulevard and in other areas subject to localized flooding.

Policy 2.2: Consider participating in the National Flood Insurance Administration program.

Fire

While the risk of wildland fire is low, residential, commercial, industrial and public properties are subject to structural fires. Most causes of urban fire can be prevented.

OBJECTIVES AND POLICIES

Objective 3.0: Protection from fire hazards.

Policy 3.1: Educate the community about fire prevention and safety.

Policy 3.2: Provide sufficient fire prevention and suppression services.

Policy 3.3: Prevent dangerous structural fires throughout the City.

Hazardous Materials

Hazardous materials are used, transported, produced and stored for a variety of purposes in Lemon Grove, and are associated with commercial, light industrial, public and residential areas.

Objective 4.0: Low risk of public exposure to hazardous materials or environmental degradation.

Policy 4.1: Encourage proper use, storage and disposal of hazardous materials.

Policy 4.2: Promote the safe use and disposal of hazardous materials used in households.

Policy 4.3: Discourage the occurrence of hazardous materials in populated areas.

Policy 4.4: Help facilitate clean-up of contaminated sites.

Crime

Lemon Grove has experienced relatively low levels of criminal activity. As the population grows and urbanization increases in the greater San Diego region greater crime prevention will be needed.

Objective 5.0: A community where all residents feel secure and are not fearful of criminal activity.

Policy 5.1: Promote positive relationships between the diverse ethnic and cultural groups in the community.

Policy 5.2: Emphasize crime prevention as the cornerstone of all law enforcement programs.

Policy 5.3: Maintain adequate levels of law enforcement, focusing on areas with higher crime rates.

OBJECTIVES AND POLICIES

Policy 5.4: Work to reduce the potential for drug dealing and gang activity around schools

Policy 5.5: Require that new development deters crime to the extent possible.

**Emergency
Preparedness**

The Lemon Grove *Emergency Plan* outlines how the City will respond to emergencies and disasters, and is the foundation of emergency preparedness in the community.

Objective 6.0: *Swift and efficient response to emergencies and disasters.*

Policy 6.1: Periodically train City staff to effectively implement the Emergency Plan.

Policy 6.2: Update the Emergency Plan as needed to respond to changes in emergency response systems and public safety threats.

Policy 6.3: Educate the community about emergency preparedness and evacuation routes.

OBJECTIVES AND POLICIES

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Safety Element

PLAN

Geologic Conditions

"Severe earthquake effects can be reduced if the community takes precautionary steps."

Planning for a safe community requires consideration of geologic conditions, particularly in active seismic regions like California. While the most prevalent geologic hazard in Lemon Grove consists of earthquakes, safety planning must also address slope stability and expansive soils.

No known active or potentially active faults traverse the City, but the active regional faults shown in Figure S-1 could cause substantial ground shaking in Lemon Grove. The nearest faults are the Rose Canyon and Coronado Bank Faults, located about 14 miles west. As seen in recent earthquakes in California, ground shaking can cause structures to fail, resulting in significant property damage, business disruptions, injuries and even loss of life. Severe earthquake effects can be reduced if the community takes precautionary steps.

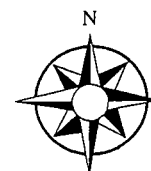
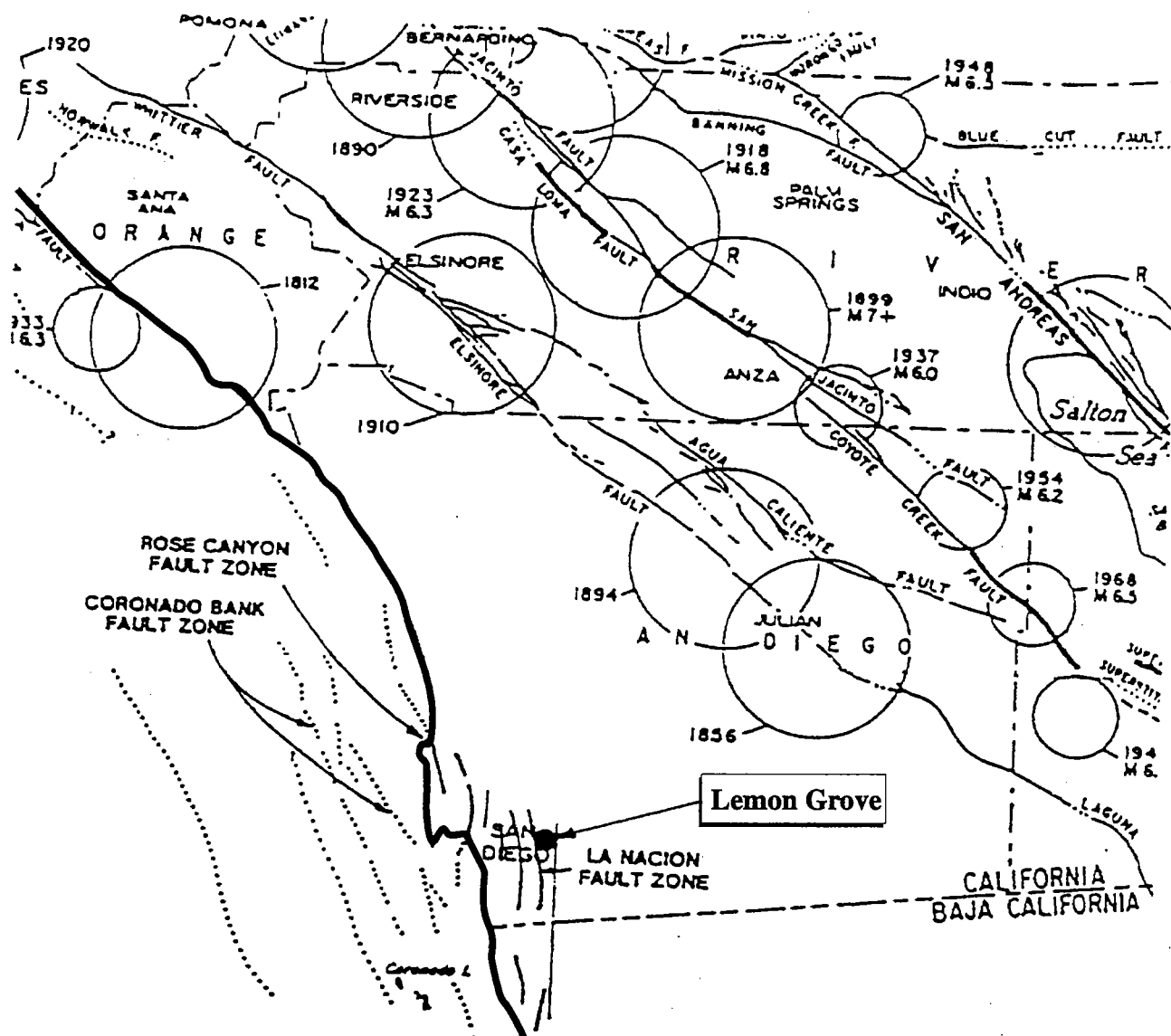
The local earthquake preparedness program will include educating the community about precautionary measures to take before an earthquake and what to do during and after seismic events. Because much of Lemon Grove was developed prior to modern building seismic codes, the City should also help educate the community about building reinforcement strategies. The City should show leadership by ensuring that all City-owned buildings meet current seismic codes. All new development must conform to current seismic codes.

As shown in Figure S-2, relatively steep slopes primarily occur in various portions of the City, including south of Federal Boulevard; north and east of Golden Avenue; east of Lawton Drive and Camino de las Palmas; and around portions of Lemon Grove Avenue. In other districts, moderate slopes exist and residents occasionally report localized slope instability. Slope stability problems should be monitored and mapped, and the City can assist property owners in planning remedial actions.

All the soil types present in the City, except those in the east Broadway area have high clay contents with high potential for shrink-swell behavior. Expanding and shrinking soils can cause building foundations to shift



*Safety
Element*



Not to Scale

Source: Final Environmental Impact Report
for the Broadway Commercial Center.

Figure S-1
Fault Location Map

and crack. Proper geotechnical engineering techniques should be incorporated into development projects affected by shrink-swell soils.

Through the environmental review process required by the California Environmental Quality Act (CEQA), the City will assess all potential geologic hazards created by new development projects, including hazards related to earthquakes, shrink-swell soils and slopes. Appropriate geotechnical engineering studies will be required for projects involving grading and landform alteration.

Flooding

"...flooding can occur during winter rains as drainages and streams swell from increased flow."

Although Lemon Grove is located in a semi-desert climate, flooding can occur during winter rains as drainages and streams swell from increased flow. Runoff during winter rains can also accumulate and cause localized flooding. The Federal Emergency Management Agency (FEMA) has delineated inundation areas for 100-year and 500-year floods (see Figure S-3). A 100-year flood zone reflects the extent of a flood that has a one percent chance of occurring in a given year, and a 500-year flood reflects the extent of a flood that has a 0.2 percent chance of occurring in a given year.

"...the City is committed to...the Federal Boulevard drainage project..."

As shown in Figure S-3, the primary flood zone occurs along Federal Boulevard. Nearly each year, significant flooding occurs in this area due to insufficient drainage infrastructure. The flooding impedes traffic, disrupts business operations and damages the roadway. The cost of the required drainage improvements has prevented the City from ameliorating this hazardous situation. However, the City is committed to obtaining the funding for the Federal Boulevard drainage project and moving forward with construction.

In addition to the Federal Boulevard flooding problem, localized flooding occurs in various areas during rains. To reduce these hazards, the City plans to update the 1974 *Storm Drainage General Plan*. The plan presently provides guidance for drainage improvements, but some of the recommended improvements may be bigger than necessary to handle runoff. During the update, the City will re-assess current drainage inadequacies, identify required improvements and funding sources, and prioritize improvement projects to address the worst localized flooding problems. New development will be assessed for potential drainage impacts, and developers must construct any infrastructure improvements needed to prevent flooding hazards.

To allow local property owners to obtain federal flood insurance, the City will consider participating in the National Flood Insurance Administration (NFIA) program, which is administered by FEMA. This will involve local implementation of the *Lemon Grove Flood Insurance Study* and the corresponding flood zone management measures. Having access to flood insurance may give property owners and businesses along Federal Boulevard incentive to reinvest and rehabilitate the area.

Fire

Fire also poses a threat to public health and safety. Since the City and surrounding areas are almost entirely developed structural fires are much more common than wild fires occurring in natural areas. Typical fire hazards consist of older, deteriorating buildings with faulty electrical and heating systems as well as accumulated trash and rubbish.

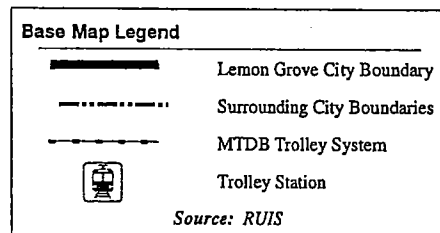
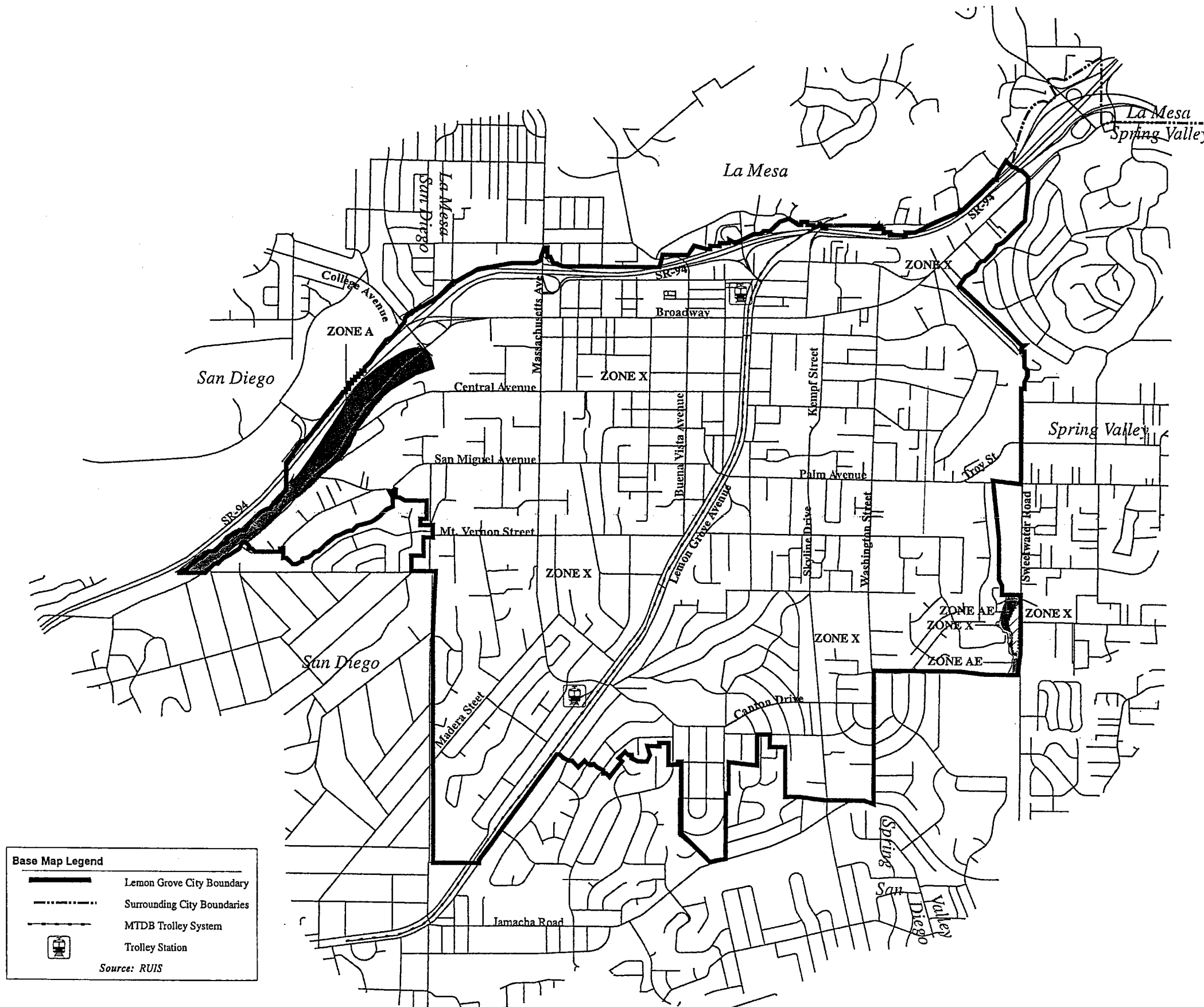
"The best way to protect community safety is to prevent fires from occurring in the first place."

The best way to protect community safety is to prevent fires from occurring in the first place. The City will educate residents and business about fire prevention and safety, including property maintenance, smoke detectors, excessive accumulation of combustible material, and what to do if a fire ignites. Educating the community about potential fire hazards related to older buildings and continued enforcement of the Weed Control and Waste Matter Ordinance will also help prevent dangerous fires.

In the event of a fire, the primary goal is to quickly extinguish the fire, minimizing injuries and property damage. As discussed in the Public Facilities Element, Fire Department staffing and equipment acquisitions will facilitate swift response times. Regularly monitoring water pressure throughout the City will help facilitate sufficient flows for fighting fires. New development will conform to the current Uniform Fire Code and must incorporate fire safety features such as smoke detectors and alarms, automated sprinklers, and well-marked accessible exits.

Hazardous Materials

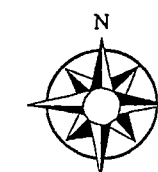
Hazardous materials refer to materials that have the potential to impair health or degrade the environment. Hazardous materials may exhibit toxic, corrosive, reactive and/or flammable characteristics. Manufacturing the variety and quality of products enjoyed by our society often requires the use of some hazardous materials. The risk posed by a particular material depends on its chemical composition, physical state and concentration. The risk also depends on the management and handling techniques in addition to the number of people exposed to the materials. Protecting the public from potential threat requires addressing these risk factors.



Legend

- SPECIAL FLOOD HAZARD AREAS INUNDATED BY 100-YEAR FLOOD**
- ZONE A** No base flood elevations determined.
 - ZONE AE** Base flood elevations determined.
 - ZONE AH** Flood depths of 1 to 3 feet (usually areas of ponding); base flood elevations determined.
 - ZONE AO** Flood depths of 1 to 3 feet (usually sheet flow on sloping terrain); average depths determined. For areas of alluvial fan flooding, velocities also determined.
 - ZONE A99** To be protected from 100-year flood by Federal flood protection system under construction; no base elevations determined.
 - ZONE V** Coastal flood with velocity hazard (wave action); no base flood elevations determined.
 - ZONE VE** Coastal flood with velocity hazard (wave action); base flood elevations determined.
- FLOODWAY AREAS IN ZONE AE**
- OTHER FLOOD AREAS**
- ZONE X** Areas of 500-year flood; areas of 100-year flood with average depths of less than 1 foot or with drainage areas less than 1 square mile; and areas protected by levees from 100-year flood.
- OTHER AREAS**
- ZONE X** Areas determined to be outside 500-year flood plain.
 - ZONE D** Areas in which flood hazards are undetermined.
- Base flood elevation line; elevation in feet (Referenced to the National Geodetic Vertical Datum of 1929)

Source: Flood Insurance Rate Map, City of Lemon Grove, 1988



1 inch = 2,000 feet

**Figure S-3
Flood Zones**

"The risk...depends on chemical composition, physical state and composition...[and] management and handling techniques and number of people exposed..."

Federal, state and county agencies closely regulate hazardous materials to protect public health and the environment. The California Environmental Protection Agency and county Hazardous materials Management Division (HMMD) issue permits for the use, storage, disposal and transport of hazardous materials. Conditions of the permit require precautionary measures to minimize potential risks. When issuing business licenses, the City plans to check that the appropriate permits for hazardous materials have been obtained from the regulatory agencies.

When hazardous material accidents occur, the number of injuries depend on the number of people present in the vicinity. Reducing the number of potential injuries in Lemon Grove will involve minimizing the concentration of hazardous material users in areas where people congregate, such as neighborhoods, schools and shopping areas. The City also anticipates establishing routes for the transport of hazardous materials, avoiding populated areas.

A number of materials used by households qualify as hazardous materials, including paint, cleaners, insecticides and automotive fluids. Often residents improperly dispose of household hazardous materials, not recognizing the toxic nature of the substance or lacking access to a disposal facility. Inadequate storage of such materials can also create fire hazards. Implementing the *Lemon Grove Household Hazardous Waste Element* will involve educating the community about the proper disposal and storage of household hazardous materials and advertising regional collection events for proper disposal.

"...educating the community about the proper disposal and storage of household hazardous materials..."

Several sites in the City have been contaminated by hazardous materials. The county Hazardous Materials Management Division informs local cities of known contaminated sites. Almost all of the sites in Lemon Grove occur in the areas of Broadway, Federal Boulevard and Lemon Grove Way, reflecting the location of light industrial and commercial uses. Automotive service or industrial operations occupy the majority of sites, and contamination is largely due to leaking underground storage tanks. Future redevelopment of contaminated sites could be impaired unless clean-up occurs. To avoid land use constraints and conserve environmental quality, the City will help to will coordinate clean-up efforts between HMMD and property owners. Redevelopment proposals will be reviewed for contaminated project sites and clean up will be required of developers where necessary.

Crime Prevention

"As the greater San Diego region continues to urbanize, crime prevention in Lemon Grove will grow in importance to maintain public safety."

Controlling crime is essential to community stability and productivity. The most common crimes in Lemon Grove consist of commercial, residential, and vehicle burglaries and thefts. The greatest number of burglaries, thefts and robberies transpire in the Broadway commercial corridor. In addition to reducing the occurrence of these property crimes, crime prevention efforts should address issues such as domestic violence, juvenile delinquency and alcohol-impaired driving. As the greater San Diego region continues to urbanize, crime prevention in Lemon Grove will grow in importance to maintain public safety.

A variety of tactics should be used to prevent crime, promote the well-being of residents, and maintain a stable community. These tactics include:

- ◆ Supporting crime prevention programs, such as Neighborhood Watch and the Retired Senior Volunteer Patrol, and community education about new laws and crime prevention measures for personal, family, property and business security.
- ◆ Publishing of local crime statistics, including type and location of incidents.
- ◆ Encouraging residents to utilize free public crime prevention services such as the Commercial Security Consultation and Residential Security Consultation through the Sheriff's Department.
- ◆ Enforcing laws and ordinances regarding public disorder, loitering and alcohol use.

Preventing crime as well as improving public health and safety should also be accomplished through the development of a community-wide network of public and private agencies, organizations, businesses and individuals. Such a network could collect and analyze data on local social problems, define early intervention methods, exchange information, and develop strategies to foster the long-term well-being of all community members.

"...the perception of crime is often elevated by stereotyped characterizations of different groups."

The perception of crime is often higher than the level of criminal activity revealed by statistics. In areas with diverse cultural populations like Lemon Grove, the perception of crime is often elevated by stereotyped characterizations of different groups. Positive community relationships



Lemon Grove Baseball Team, circa 1925. Photo courtesy of Lemon Grove Historical Society.

will be encouraged to dispel such myths and improve community security. Accomplishing this goal will involve:

- ◆ Celebrating diversity through an annual ethnic fair and/or ethnic recreational programs.
- ◆ Equal representation of local ethnic groups on City committees and boards.
- ◆ Programs facilitating increased interaction between youth and adults.
- ◆ Continued use of volunteer patrols such as the Retired Senior Volunteer Patrol (RSVP), encouraging involvement of all local ethnic sectors.

"Youth need options for positive activities as alternatives to antisocial behavior."

Youth need options for positive activities as alternatives to antisocial behavior. To deter youth from alcohol and other drug use, gang involvement and vandalism, the City will encourage, and within budgetary constraints, provide recreational, educational and prevention programs through forums like the schools, churches, the Lemon Grove Project, Teens With a Cause, D.A.R.E., and other civic programs and organizations.

After-school programs capturing the diverse interest of youth are essential. The City will continue prioritizing graffiti removal and prevention to reduce the potential for gang activity.

Areas with higher crime rates will be targeted. Property crimes around the trolley line have somewhat increased since trolley service commenced. The City will coordinate with the Metropolitan Transportation Development Board to identify methods to reduce crime around the trolley stations. Enhancing the aesthetic character and better maintaining the trolley corridor and stations will increase the perception of law and order and deter potential criminals. Each year, the City should work with the Sheriff's Department and broader community to identify crime areas and issues, and develop strategic responses.

New development will be designed to prevent crime. Lighting, visibility and similar security measures can reduce the likelihood of property crimes. The Sheriff's Department will review development proposals and recommend measures to enhance public safety.

Emergency Preparedness

"...a swift and efficient response by emergency service providers minimizes injuries, casualties and property damage."

In the event of disasters and emergencies, a swift and efficient response by emergency service providers minimizes injuries, casualties and property damage. The City's *Emergency Plan* provides the framework for responding to any type of emergency or disaster that might occur in Lemon Grove. Accomplishing emergency preparedness will involve the following steps:

- ◆ Regularly update the *Emergency Plan* to address any changes in emergency response systems or new types of potential disasters.
- ◆ Educate residents and businesses about the *Emergency Plan* and evacuation routes.
- ◆ Periodically train City staff and other emergency response staff to effectively implement the *Emergency Plan*.